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September 2, 2009

TO: Supervisor Don Knabe, Chairman  
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Supervisor Mark Ridley-Thomas  
Supervisor Zev Yaroslavsky  
Supervisor Michael D. Antonovich

FROM: Wendy L. Watanabe  
Auditor-Controller

SUBJECT: **NEW ROADS SCHOOL PROGRAM REVIEW (Board Agenda Item 27,  
March 24, 2009)**

On March 24, 2009, your Board directed my office to work with the Chief Probation Officer to review the effectiveness of the enhanced education transition services program (Program) provided by New Roads School (New Roads or Agency) and, if effective and feasible, provide a plan on replicating the Program at other juvenile camps throughout the County.

**Background**

While in custody within Los Angeles County probation system, all minors are required to attend 300 minutes of schooling each day. Education services in the camps are provided by the Los Angeles County Office of Education (LACOE). In addition to the schooling provided by LACOE, New Roads provides additional schooling to a select number of Probation wards at Camp Gonzales. The Program services focus on stimulating a desire to learn in the targeted youth which may result in accelerated attainment of course credits leading to college or trade school enrollment, military enlistment or employment. Probation has contracted with New Roads since June 2003. In March 2009, your Board approved the Probation Department's (Probation) request to extend its contract with New Roads for one-year in an amount not to exceed \$400,000.

### **Methodology**

To determine the effectiveness of the Program, we attempted to evaluate the success of the Program's participants to enroll in college or trade school, enlist in the military or obtain employment. However, Probation and New Roads did not have this information.

We then worked with Probation to develop a secondary approach. The approach included Probation conducting a statistically valid analysis. The analysis compared the outcomes for a selected sample of the Program's participants with the outcomes for a selected sample of other Camp Gonzales youth that did not participate in the Program (comparison group). Probation used the outcome criteria that the State used to evaluate the success of Probation's Juvenile Justice Crime Prevention Act (JJCPA) program. The Program is part of Probation's JJCPA program. The outcome criteria included the following:

- Arrests
- Incarcerations
- Completion of probation
- Completion of restitution
- Completion of community service and
- Probation violations.

In addition, Probation and my office conducted separate reviews of New Roads' compliance with the programmatic requirements of their County contract. Probation reviewed the Program's in-camp and after-care services (Attachment I). Our review evaluated the Program's after-care services provided to a sample of 15 participants.

### **Results of Review**

We recommend that Probation not expand the New Roads Program to other camps. Probation's comparative analysis (Attachment I) concluded there were no significant differences between the outcomes of the Program's participants and the outcomes of the comparison group. In addition, Probation's program review (Attachment I) and our review noted several instances where New Roads did not comply with the County contract's programmatic requirements. Specifically, Probation noted that New Roads did not:

- Provide a Program curriculum that offered standard and advanced school subjects in English, history, mathematics and science or provide classes that offered high school credit, as required by the County contract.
- Appropriately assess the participants' academic and extracurricular needs as required by the County contract.

- Directly assess the participants' families or provide training to enhance the parents' parenting skills as required by the County contract.

Specifically, we noted that New Road's did not:

- Provide case files for four (27%) of the 15 Program participants selected in our sample.
- Complete exit plans for two (18%) of the 11 Program participants reviewed. In addition, the exit plans for the remaining nine Program participants did not indicate that the participants' parents provided input in developing the exit plans. The County contract requires New Roads to develop exit plans for all Program participants. The exit plans describe the services New Roads plans to provide and the outcomes the participants hope to achieve after leaving the Probation camp. The exit plans should be developed through a collaborative effort between the New Roads staff, the Program participant and the Program participants' parent(s) or legal guardian.
- Maintain documentation, for the 11 case files reviewed, that New Roads staff met regularly with the Program participants to review the participants' progress towards completing their goals. The County contract requires New Roads staff to contact the Program participants monthly to monitor the participants' efforts in completing their educational or employment goals established with their New Roads counselors.
- Track the participants after they leave Probation for up to one year to monitor the recidivism rates, as required by the County contract. The New Roads director stated that they relied on Probation's data research contractor, the RAND Corporation, to track the recidivism rate of the New Roads Program participants.

Based on the compliance issues noted in both program reviews, New Roads lacked the capacity to provide the Program services in accordance with the County contract requirements.

### **Auditor-Controller Recommendations**

While working collaboratively with Probation to complete this assignment, we noted the following areas where Probation can enhance its operational management and oversight of this contract:

- **Establish and track measurable performance outcomes that evaluate the Program's ability to achieve the desired goals.**

The contract required the Program to focus on stimulating Program participants' willingness to learn, resulting in college or trade school enrollment, military enlistment or eligibility for internships and/or employment. However, Probation's

contract with New Roads did not require New Roads to track participants that enrolled in educational institutions or obtained employment upon their return to the community.

▪ **Conduct contract solicitations more frequently.**

The New Roads contract was solicited in 2002. During the last seven years, the contract was extended three times with the Board's approval. Probation could benefit by periodically conducting a competitive bid process for enhanced transitional educational services at the Probation camps. The benefits may include improved services at a reduced rate.

▪ **Improve oversight of the contractor.**

Probation last monitored the Program in August 2006. The review noted that New Roads did not appropriately conduct Program assessments. Probation is required to monitor their contractors at least once a year. In addition, the scope of Probation's 2006 review did not include all key areas such as classroom curriculum and after-care. Also, Probation did not follow-up to determine if New Roads implemented the corrective action.

**Review of Report**

On June 23, 2009 and July 28, 2009, Probation and my department discussed the results of our reviews with New Roads. New Roads agreed with the results of our review and acknowledged that they needed to better document the services they provided.

In their attached response (Attachment II), New Roads did not agree with the results of Probation's comparative analysis and program monitoring review and indicated that both contained invalid conclusions and omitted relevant information. For example, New Roads indicated that:

- The comparison groups used in Probation's comparative analysis were flawed.
- Probation verbally informed New Roads that New Roads did not need to provide key contract deliverables such as providing credentialed instructors to provide after-school classes that qualified for high school credit.
- Probation did not allow New Roads access to the participants' reading and math assessments.

Probation and my department disagree with the comments noted in New Roads' written response. In our meetings with New Roads, we explained why we did not accept their documentation or explanation and attempted to resolve disagreements. Probation

further adjusted their report accordingly when the Agency provided sufficient justification for the change.

Probation indicated that they will work with New Roads to ensure that New Roads complies with the County contract requirements.

We appreciate the assistance and cooperation from New Roads and Probation. Please call me if you have any questions or your staff may contact Don Chadwick at (213) 253-0301.

WLW:MMO:JET:DC

Attachments (2)

c: William T Fujioka, Chief Executive Officer  
Sachi A. Hamai, Executive Officer, Board of Supervisors  
Robert B. Taylor, Chief Probation Officer  
Dr. Darline P. Robles, Superintendent, Los Angeles County Office of Education  
New Roads School:  
David Bryan, President and Head of School  
Art Antin, Chairman of the Board of Trustees  
Justice Deputies  
Children Services Deputies  
Education Deputies  
Public Information Office  
Audit Committee

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**LOS ANGELES COUNTY PROBATION DEPARTMENT**  
**Quality Assurance Services Bureau**  
**Program Evaluation Office**  
**Research Unit**

**Evaluation of Program Effectiveness of New Roads**  
**School at Camp David Gonzales**

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June 30, 2009

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## EVALUATION OF PROGRAM EFFECTIVENESS OF NEW ROADS SCHOOL

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### Introduction

On March 24<sup>th</sup>, 2009, the Los Angeles County Board of Supervisors approved the Chief Probation Officer's recommendation for the New Roads School<sup>1</sup> to continue an enhanced education transition services program for Probation wards at Camp Gonzales. In addition, the Board instructed the "Chief Probation Officer, along with the Auditor-Controller, to review and report back within 30 days on the effectiveness of the program; and if effective and feasible, provide a plan on replicating the program at other camps throughout the County."

The purpose of this report is two-fold: 1) To provide a program evaluation which will include information regarding New Roads School compliance with performance requirements specified in the County contract, and 2) To provide information regarding the results of a program outcome evaluation using the Juvenile Justice Crime Prevention Act (JJCPA) Big Six Outcomes, which include the following outcome variables:

- Arrests
- Incarcerations
- Completion of probation
- Completion of restitution
- Completion of community service
- Probation violations

### Background

The Crossroads School of Arts and Sciences entered into a contract with the County on September 23, 2002 to implement an Enhanced Education Transition Services Program. The goal was to provide instructional enrichment programs and linkages to Los Angeles County community educational/vocational learning services for juvenile probationers at Camp Gonzales during the period of October 1, 2002-June 30, 2003. The board letter included provisions to delegate authority to the Chief Probation Officer to extend the contract term for up to four additional 12 month periods and, if necessary, one additional 6 month period. On June 27, 2003, the Enhanced Education Transition Services Program contract was extended for an additional twelve months and modified to assign the contract from the Crossroads School of Arts and Sciences to the New Roads School. All subsequent modifications to extend the contract until termination on March 31, 2010 were contracted with the New Roads School.

In accordance with contract PROB 0055:

"The objective of the Program is to provide Camp Gonzales youth an innovative and supportive learning environment designed to challenge

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<sup>1</sup> The New Roads School is also referred to as the New Roads Camp Community Partners.

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their intellectual curiosity, cultivate their academic capabilities, and develop marketable skills. The objective will be achieved through: 1) assessment of the academic and non-academic strengths and weaknesses of camp youth, 2) development of a comprehensive school plan that includes a life plan and gives consideration and weight to the probationers' risk potential, 3) development of a teaching model specific to youth who may exhibit behaviors such as poor self concepts and histories of school failure, 4) development of linkages to community-based support systems that provide youth with mentoring, tutoring and close supervision that elicits their best effort, and 5) linkage to community colleges, trade schools, and/or innovative learning providers who can continue each youth's educational enrichment or training progress upon the youth's return to the community, and enhance the youth's opportunities for employment."

**Program and Outcome Methodology**

In order to determine overall program effectiveness, the Probation Department conducted a program evaluation to determine the fidelity to the program model as defined by the New Roads School in the *Program Performance Report 2002-2007*. In addition to evaluating compliance of program specific requirements outlined in the contract, the program evaluation included structured interviews with the program manager, a review of program related materials (e.g., attendance, case notes, assessments, etc.), and a file review of program files for those youth meeting criteria for inclusion as treatment participants in the outcome evaluation.

The Department also conducted an outcome evaluation that assessed program effectiveness by comparing New Roads participants with a comparable group of detained youths on subsequent arrests, incarcerations, completion of probation, completion of restitution, completion of community service and probation violations.

**New Roads Program Participants**

New Roads Program participants were identified using the Community Based Organization (CBO) Tracking System database maintained by the Probation Department. For the purpose of both program and outcome evaluations, participants were defined as those youth having the New Roads School service provider code IT-06-03 within the CBO Tracking System database. In order to identify the program participants for the 07/08 fiscal year, the youth must have entered Camp Gonzales between January 1, 2006 and December 31, 2007 and were released from camp 180 days prior to June 30, 2008 and not earlier than 180 days prior to July 1, 2007. Using these criteria, 79 New Roads youth were identified to be included as New Roads participants in the program and outcome evaluations.<sup>2</sup> However, six (6) program files

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<sup>2</sup> Camp Gonzales houses only male youth. Therefore, all 79 program participants were male.

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were unavailable for review, therefore, for purposes of the program evaluation the population number evaluated was 73.<sup>3</sup>

### **Program Evaluation: Evaluation of Program Performance Requirements**

The Enhanced Education and Transition Services contract is comprised of and was evaluated based on the following four program stages:

- Stage One: Intake and Assessment
- Stage Two: Individual Action Plan for Each Minor
- Stage Three: The Program/Activities
- Stage Four: Aftercare

#### **Stage One: Intake and Assessment**

In accordance with the contract, Stage One required New Roads to assess the academic and extracurricular needs of the participants based on their strengths, weaknesses and interests. In order to assess these needs, New Roads was required to determine participants' educational status by consulting counselors and camp school administrators. In addition, they were required to review school records, assess participants' emotional needs and career aptitudes, determine if substance or alcohol abuse problems existed, and evaluate the participants' ability to cope with life and societal problems.

Stage One also required New Roads to involve the youths' parents in the program by providing training for enhanced parenting skills. Family deficits were examined through a family needs assessment that determined: 1) The level of counseling needed; 2) If alcohol or drug abuse existed in the home, 3) If the financial situation of the family prevented the participant from being properly nourished and clothed; and 4) The emotional well being of the family.

The New Roads School Program utilized the NRCP-Case Management Summary Packet (i.e., Individual Action Plan) to assess all referred program participants. The assessment was completed during youth interviews. The New Roads Program relied on information communicated to the New Roads counselor from the youth to determine educational status, emotional needs, career aptitudes and substance or alcohol abuse. New Roads did not consult with counselors, camp school or outside school administrators on a consistent basis to determine the appropriate education level of participants. The assessment process relied solely on youth self-report. Since the

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<sup>3</sup> At time of evaluation six (6) files were not available for review. For the purpose of the program evaluation N = 73 for New Roads participants and for the outcome evaluation N = 79.

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information was based on youth self-report, the accuracy and subsequent reliability of the information may be uncertain.

A file review was conducted to determine the level of compliance with the contract requirement that stipulated every youth receive an individual assessment (as described above). Based on a review of the 73 program participants, 75.3% (n = 55) had a completed assessment, 24.7% (n = 18) were missing an assessment.

As part of the NRCP-Case Management Survey, the family was assessed based on responses provided by the youth. The financial stability of the family was assessed in the background information section (i.e., *Family Information*) that preceded the assessment portion of the packet. Family characteristics (i.e., parental support, communication, health care, history of substance abuse and/or psychological disorders) were recorded in section *D. Family*. The New Roads Program Manager stated that the New Roads Program did not directly assess the families of the participants, nor did they provide family counseling or interventions to support improved parenting skills.

As part of the file review, the assessment was examined to determine if the *Family* section of the assessment was completed. Based on a review of the program participant files, 53.4% (n = 39) had the family portion of the assessment completed, 46.6% (n = 34) had incomplete or missing family portions of the assessment.

**Stage Two: Individual Action Plan for Each Minor**

Stage Two of the contract required the New Roads Program to develop an Individual Action Plan for each minor. According to the contract, the Individual Action Plan was designed to help the participants set and accomplish their goals and make a smooth and successful transition back into their communities. The contract required the New Roads Program to collaborate with the youth, his Deputy Probation Officer (DPO), and his parent(s). Each party was an integral member of the *Individual Action Planning Committee* with the goal of developing a collaborative action plan.

The New Roads Program Manager stated that the Individual Action Plan was completed by the New Roads case manager with input from the youth and occasional input from the parent and Deputy Probation Officer (DPO).

Based on the file review of the program participants, 93.2% (n = 68) had a completed Individual Action Plan, 6.8% (n = 5) did not have a completed Individual Action Plan.

**Stage Three: The Program/Activities**

According to the contract, the New Roads Program is required to provide participants with access to the following services in camp and during aftercare:

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- Life Coping Skills: parenting, parent support groups, family enrichment, recreational activities and art
- Education Counseling and Training: academic and remedial education, General Education Diploma (GED), adult education, occupational training, tutorial help, alternative education, college counseling and job skills
- Career Expectations and Choices: Pre-apprenticeship program, job search assistance, job placement, job readiness skills, job procurement and development of work values
- Assistance for Family: Community Based Organizations (CBOs), corporate involvement and jobs

According to the *New Roads Camp Community Partners Program Performance Report 2002-2007*, the New Roads Program provided over 500 hours of direct in camp services per month to youth from Camp Gonzalez. Education programming included classes in theatrical improvisation, animation, film production, music, poetry, journalism, drama, yoga, GED readiness, employment preparation, computer skills, and life skills.

Additionally, the New Roads Program provided a two-week reentry academy comprised of six workshops. The workshops were designed to: "1) ensure that all youth understand their responsibilities as young adults, 2) clarify for youth the expectations from Probation, 3) teach youth essential skills to successfully navigate bureaucratic systems like the Social Security office, the DMV, mental health, transitional housing, etc., and 4) make sure that youth know how to develop and set specific processes and milestones for fulfilling their goals."

In addition the report stated that the New Roads Program determined youth participation eligibility based on the following requirements: "1) The youth must choose to participate in the program and agree to work in good faith with program personnel; and 2) the youth must be able to participate in the in-camp phase of the program for a minimum of 12 weeks prior to their release." Additionally, the New Roads Program Director stated that the only program participation exclusionary factor was if a youth's residency was located in the North County (Lancaster/Palmdale) areas, which would hinder the New Roads Program's ability to provide aftercare services.

According to the New Roads Program Director, all youth were required to participate in three classes for a minimum of eight weeks each. Youth selected classes based on their interest. New Roads classes occurred after school between the hours of 3:00 p.m. and 8:00 p.m., and youth could continue to participate in extra classes unless the demand for the class was high and/or the capacity was limited. In addition to class participation, all youth were required to participate in a minimum of four individual case management sessions with their assigned New Roads case manager.

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Contract section 2.4, Program Curriculum, required that the program curriculum offer standard and advanced school subjects in English, history, mathematics, and science. Contract section 2.1, Program Staff, required the New Roads Program to provide classes that qualified for high school credit. According to the New Roads Program Manager, the program did not provide any classes in school subjects that offered high school credit, nor did they provide any documentation of credits issued to youth in the client files. According to the *New Roads Community Partners Calendar '06-'07* and attendance rosters, classes offered to the program participants were Journalism, Poetry, Music, Improvisation, Yoga and Meditation, Employment Preparation, Computers, GED Preparation, Film Production, Animation, Drama, and Transitional Preparation.

There were no documented case notes to verify that New Roads provided family assistance or assist families with referrals to CBOs. According to the New Roads Program Director, New Roads did not provide family assistance or assist families with referrals to CBOs as required by their contract.

The New Roads Program was also required to provide General Education Diploma (GED) classes for participants who had been assessed and met the criteria to participate. The New Roads Program provided one teacher to teach GED preparation classes to all referred youth at Camp Gonzalez, not just the New Roads Program participants. The New Roads Program tracked the participation and GED completion of their participants.

Based on a file review (of the 73 program participants) that included examining attendance records, case notes, and monthly reports to determine fidelity to the program model, 50.7% (n = 37) participated in three or more different classes, 49.3% (n = 36) did not participate in a minimum of three different classes.

It was also determined that only 6.8% (n = 5) of youth had 24 or more documented sessions, 93.2% (n = 68) had less than the minimum 24 required sessions.

Each file was also reviewed to determine the number of individual case management sessions recorded. It was documented that 58.9% (n = 43) of youth attended four or more individual case management sessions, 41.1% (n = 30) did not attend the minimum.

New Roads management provided a list of its participants who attended GED preparation classes. Thirty-seven youth participated in both New Roads classes and GED preparation. Of the 37 youth, 43% (n = 16) completed the GED course and passed the GED exam, and 57% (n = 21) did not complete the GED course nor receive a GED certificate. As stated in the contract, the New Roads Program was only required to provide GED preparation and is not accountable for non-completion, as youth may have transitioned back into their community without receiving enough preparation to test or before the GED test was administered.

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Overall, the New Roads Program did not provide a standard treatment protocol to all program participants, nor did they provide standard and advanced school subjects for high school credit as required. The New Roads Program utilized several different subcontractors to provide after school services, which may have impacted program implementation and outcomes. Evaluators requested standardized curricula manuals for each of the classes, but the New Roads Program only provided a manual for the reentry academy. Case files did not specifically identify participation and/or completion of the reentry academy workshops, nor did New Roads provide attendance rosters for the reentry academy workshops. The New Roads Program Director stated that the reentry workshops were conducted during individualized case management sessions, but were unverifiable in case notes and/or had missing certificates of completion in case files.

**Stage Four: Aftercare**

The New Roads Program was required to begin the aftercare process two to four weeks before youth were returned to the community. The New Roads Program was required to review and update Individual Action Plans to include an Exit Plan developed through case manager, minor and parent collaboration. Upon return to the community, the plans were to be reviewed each month by the New Roads case manager to ensure progress in meeting action plan goals leading to positive youth outcomes. The New Roads Program was required to track participants for one year after leaving the program to assess whether the program was successful in reducing recidivism.

The New Roads Program was required to "make every effort to place participants in educational/vocational schools upon release from camp," additionally they were required to "set aside up to three slots at New Roads School for participants upon release from camp who meet New Roads School entrance requirements."

The New Roads Program began transitional aftercare planning at the onset of services. Once a referral was received, a New Roads case manager began work on developing a relationship with the youth. Prior to release, an exit plan was developed and documented within the *Desired Outcomes* section of the Individual Action Plan. There was no evidence that Individual Action Plans were updated on a monthly basis.

The New Roads Program only provided six months of structured aftercare for program participants who willingly accepted aftercare services. Termination of aftercare could also be attributed to the youth turning 18 and/or termination of probation. The New Roads Program's criteria for determining successful program completion was based upon the expectations that the youth were compliant with: 1) The terms and conditions of probation, 2) School and work attendance and 3) Court appearances.

Based on a review of the program participant files, 79.5% (n = 58) of youth had an exit plan on file, 20.5% (n = 15) did not have a documented exit plan on file.

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The New Roads Program files contained a *Participants Services Checklist* that documented whether a minor was successfully registered/employed. Most checklists reflected a "y" for yes or an "n" for no. Based upon this information, 51% (n = 37) of youth were registered in an educational/vocational program or were employed, 49% (n = 36) were not registered or employed. Thirty-five percent (n = 25) of youth enrolled provided a name of their specific educational/vocational school. The relative lack of specified education or employment did not readily allow for confirmation of reported information.

The New Roads Program provided a report from their program database that indicated the camp release date and end of aftercare services. Based on this information, 64.4% (n = 47) of youth received six or more months of aftercare services, 35.6% (n = 26) received less than the minimum.

The New Roads Program Director indicated that since the first contract began on October 1, 2002, only two youth have ever been placed in the New Roads School upon their return to the community. He attributed this to youth not meeting the eligibility requirements for New Roads.

**Program Evaluation Conclusion**

Table 1 summarizes the degree of adherence to the critical program elements that were evaluated during the course of the program evaluation. As can be inferred from Table 1, while the New Roads School has been performing in-camp and aftercare services to youth assigned to Camp Gonzales, several deficiencies in specific contract requirements were noted:

1. The New Roads Program did not provide classes that qualified for high school credit (Contract Section 2.1).
2. The New Roads Program did not determine the participants' educational status by consulting counselors, camp school administrators, and teachers, or by conducting a review of school records (Contract Section 2.2.5.3.1).
3. The New Roads Program did not involve youths' parents in the program by providing training to enhance parenting skills (Contract Section 2.2.5.6).
4. The New Roads Program did not offer standard and advanced school subjects in English, history, mathematics and science (Contract Section 2.4).

The New Roads Program was also evaluated to determine implementation adherence to the program model as defined by the agency. A validated assessment was not performed so the program was unable to target and address the specific needs of the youths served. The New Roads Program did not consistently provide a standardized

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treatment protocol relative to intervention amount, intensity or duration to all program participants. Specifically, the New Roads Program had documented evidence to support the fact that only 6.8% of youth had received the minimum amount of 24 sessions (i.e., three classes of eight sessions). Lastly, the critical components outlined in the Contract Statement of Work and the New Roads School's Program Design were not consistently verifiable through file documentation, case notes and attendance records.

**Table 1: Summary of Program Evaluation Findings**

<b>Stage One: Intake and Assessment</b>		
	<b>Met</b>	<b>Did not meet</b>
Youth with completed Individual Assessment	75.3%	24.7%
Youth with completed Family Needs Assessment	53.4%	46.6%
<b>Stage Two: Individual Action Plan</b>		
	<b>Met</b>	<b>Did not meet</b>
Youth with completed Individual Action Plan	93.2%	6.8%
<b>Stage Three: The Program/Activities</b>		
	<b>Met</b>	<b>Did not meet</b>
Youth who participated in 3 or more classes	50.7%	49.3%
Youth who participated in 24 or more sessions	6.8%	93.2%
Youth who participated in 4 or more individual case management sessions	58.9%	41.1%
<b>Stage Four: Aftercare</b>		
	<b>Met</b>	<b>Did not meet</b>
Youth with completed Exit Plan	79.5%	20.5%
Youth who successfully enrolled in educational/vocational program	51%	49%
Youth who received a minimum 6 months of aftercare	64.4%	35.6%
<b>Overall adherence to the treatment model</b>		
	<b>Met</b>	<b>Did not meet</b>
Averages	59.2%	40.8%

**New Roads Outcome Evaluation**

The goal of the outcome evaluation was to assess the New Roads Program's effectiveness by evaluating the New Roads Program participants (n = 79) to a similar group of non-program participants using the JJCPA Big Six Outcomes: arrests, incarcerations, completion of probation, completion of restitution, completion of

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community service and probation violations. In order to conduct this evaluation, the following steps were accomplished:

1. Defined the inclusion and exclusion criteria for the comparison group youths who possessed the same characteristics as the New Roads participants;
2. Performed data extractions from multiple Probation Department systems to obtain the comparison group youth data for analyses;
3. Performed the necessary statistical analyses to assess the New Roads Program's effectiveness.

### Comparison Group

For the purpose of this evaluation, the comparison group was defined as probation youth who were admitted to Camp Gonzales during the same time period as the 79 program participants (i.e., between January 1, 2006 and December 31, 2007). Youth were excluded from the comparison group if they had any documented participation in the New Roads Program. RAND Corporation consultants conducted a data extraction of all camp detentions during this period of time and determined that a comparison group of 282 male youth<sup>4</sup> met the defined criteria.

### Data Extraction

As stated in the program evaluation section, New Roads Program participants (n = 79) were identified using the Community Based Organization (CBO) Tracking System database maintained by the Probation Department. In order to obtain information on the comparison group youth and New Roads participants, data were extracted from the following Probation data systems: Probation Juvenile Case Management System; Intake, Detention, and Control data system; the Ward Inmate Tracking System; and Assessment.com. The data extractions were performed by Probation staff and sent to a RAND Corp. consultant to perform the data analyses.

### Between Group Comparisons

Prior to analyzing differences between the New Roads participants and comparison group youth using the Big Six Outcomes, between group analyses were performed to assess whether the two groups of youth were equivalent based on demographic, arrest history, probation gang orders, and recidivism risk and protective factors. Table 2 presents the comparisons on these variables between the two groups. Statistical analyses were performed by a RAND Corp. consultant and re-run and verified by Probation Department Research Unit staff. Results of the statistical analyses revealed

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<sup>4</sup> Camp Gonzales houses only male probationers.

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no significant differences on any of the factors when comparing the New Roads participants with the comparison group youth.<sup>5</sup>

In terms of gang orders, Condition 15 required the youth to not associate with anyone disapproved of by their parents or probation officer. Condition 15A required the youth to not participate in any type of gang activity. A juvenile court judge typically orders these conditions of probation with gang-identified minors. Statistical analyses revealed no significant differences between the two groups on either of these conditions of probation.

Scores on the Los Angeles Risk and Resiliency Checkup (LARRC) were used to evaluate equivalence between the two groups on recidivism risk and protective factors. The LARRC is a tool specifically developed for juveniles that is designed to assess the level of recidivism risk and protective factors (i.e., those factors that buffer a youth from committing criminal activities). The LARRC assesses youth using six domains: delinquency, education, family, peer, substance abuse and individual. The Net LARRC Resiliency Score is the sum of the Protective Score and the Risk Score. The higher the Protective Score, the more buffering factors from criminal activity the youth has. Risk scores have negative values; the more negative the score, the higher the risk of recidivism.

Statistical analyses were performed to evaluate between group mean differences using the six LARRC domain scores, the Risk Score, the Protective Score and the Net Resiliency Score. The results of these analyses revealed that there were no significant mean differences between the groups on any LARRC scores, suggesting the two groups were equivalent on recidivism risk and protective factors.

Integrating the above findings, it can be concluded that youth in both the New Roads Program participant group and those in the comparison group were, on average, 17 years old. The majority of the youth were Hispanic (69.3%), with 24.1% being African-American and 4.2% Caucasian. Across both groups of youth, they were arrested an average of 4.5 times prior to their current camp detention. The majority of youth (55.7%) were ordered not to associate with anyone disapproved of by their parents or probation officer as a condition of probation. Also, 40.7% of all youth were ordered not to participate in any type of gang activity as a condition of probation. LARRC scores between the two groups suggested that delinquency factors were found to be the greatest contributor to recidivism risk while family factors were found to be the youth's most protective strength. Overall, the relatively high negative LARRC Resiliency Score (average = -22) suggested that the youths had many factors contributing to their delinquency risk profile in need of addressing in order to reduce the chances of recidivism in the future.

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<sup>5</sup> All between group Z-tests of proportions and t-tests were 2-tailed analyses and all analyses were performed at the 0.05 level of significance.

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Based on the between group analyses, it can be concluded that there were no significant differences between the New Roads Program participants and the comparison group youth based on the demographic, arrest history, gang order and recidivism risk factors that were tested. Therefore, the following outcome evaluation test results, viewed with the results of the program evaluation, can provide a valid assessment of the effectiveness of the New Roads Program for FY 2007/08.

Table 2: Summary of Between Group Analyses

Variable	New Roads Participants (N=79)	Comparison Group (N=282)	Test Statistics	p-value <sup>6</sup>
<b>Demographic Variables</b>				
Mean Age (S.D.)	17.10 (0.70)	16.90 (0.70)	1.55	0.12
<b>Ethnicity</b>				
African-American	25.3%	23.8%	0.14	0.89
Hispanic	68.4%	69.3%	0.00	0.90
Caucasian	2.5%	4.6%	0.51	0.61
Other	3.8%	2.5%	0.23	0.82
<b>Arrest History and Gang Affiliation</b>				
Mean # of Arrests (S.D.)	4.8 (2.3)	4.4 (2.3)	1.37	0.17
Gang Order -15	50.6%	57.1%	0.89	0.37
Gang Order -15A	32.9%	42.9%	1.47	0.14
<b>Mean LARRC Scores (S.D.)</b>				
Delinquency	- 4.0 (3.9)	- 3.8 (3.3)	0.46	0.65
Education	- 2.2 (5.6)	- 3.1 (4.7)	1.44	0.15
Family	+ 0.4 (4.7)	+ 0.9 (4.4)	0.88	0.38
Peer	- 2.1 (3.4)	- 2.0 (3.4)	0.23	0.82
Substance Abuse	- 2.1 (4.9)	- 2.2 (4.4)	0.17	0.86
Individual	- 2.4 (4.5)	- 2.9 (3.8)	0.99	0.32
LARRC Protective Score	+ 12.3 (21.8)	+ 12.9 (18.2)	0.25	0.80
LARRC Risk Score	- 35.1 (11.8)	- 34.4 (10.2)	0.22	0.82
Net Resiliency Score	- 22.8 (11.2)	- 21.8 (10.2)	0.75	0.45

<sup>6</sup> All reported p-values are greater than 0.05, which implies no statistical significance.

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## Outcome Evaluation

In order to assess the effectiveness of the New Roads Program during FY 2007/08, Big Six Outcomes for New Roads participants were compared to those of the comparison group youths. Big Six Outcomes were measured during a 180-day period where participants had the chance of being arrested or incarcerated, violating probation, completing probation, completing restitution, or completing community service. As such, the evaluation of the Big Six Outcomes for the New Roads Program participants and comparison group youth began once the youth exited camp and returned to the community.

The results of these outcomes analyses are found in Table 3. As can be seen in Table 3, the number of youth evaluated based on each outcome between the two groups was not consistent. This is because not all youth are ordered to complete restitution or community service, and therefore the outcomes are based only on those youth assigned these conditions. Even though the New Roads Program participants showed numerically better results than the comparison group youth, the statistical tests showed no differences on any of the Big Six Outcomes between the two groups.

Table 3: Big Six Outcome Results

Big Six Outcome	New Roads Participants	Comparison Group	Test Statistics	p-Value <sup>7</sup>
Arrest	26.6% (n = 79)	30.8% (n = 282)	0.594	0.55
Incarceration	5.1% (n = 79)	12.4% (n = 282)	1.655	0.10
Completion of Probation	41.0% (n=79)	33.2% (n=277)	1.145	0.25
Completion of Restitution <sup>8</sup>	27.6% (n= 58)	27.7% (n= 206)	0.154	0.88
Completion of Community <sup>9</sup> Service	36.6% (n=41)	29.4% (n=145)	0.682	0.49
Probation Violation	18.0% (n = 78)	21.3% (n = 277)	0.488	0.63

<sup>7</sup> All p-values are greater than 0.05 therefore no statistically significant differences were found between the two groups.

<sup>8</sup> Not all youth are ordered restitution or community service. Therefore the sample sizes for these outcomes are smaller than the total group size.

<sup>9</sup> See 7.

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**Summary of Outcome Evaluation**

The outcome evaluation assessed the effectiveness of the New Roads Program by comparing program participants to a similar group of non-program participants based on the JJCPA Big Six Outcomes: arrests, incarcerations, completion of probation, completion of restitution, completion of community service and probation violations. Between group comparisons based on demographic, arrest history, gang orders and LARRC risk and protective factors showed no significant differences between the two groups on any of these characteristics.

**Conclusion**

Outcome analyses were conducted to assess the performance of the New Roads Program participants with that of the comparison group youth. Although the Big Six Outcomes for the New Roads Program youth were slightly (i.e., numerically) better, no statistically significant differences were found between the New Roads Program participants and the comparison group youth. In terms of program performance, this means that the New Roads Program was no more or less effective than the standard programming within Camp Gonzales on the Big Six Outcomes (i.e., arrests, incarcerations, completion of probation, completion of restitution, completion of community service, and probation violations) .

It should be noted that the New Roads Program components have been designed to assess and promote school success and academic achievements. The educational program components as designed (i.e., academic assessment, comprehensive school planning, defined teaching models, and community linkages) are important programming elements for achieving reductions in recidivism. However, in order to maximize the potential for significant educational outcomes, the program model must be delivered consistently as proposed in the contract. In addition, to help guide program quality and management, intermediate indicators that assess educational and vocational program outcomes should be developed and implemented. Once the program is implemented as designed and program indicators are included to evaluate implementation success, program effectiveness can then be re-assessed. Replication of the New Roads Program in other Probation camp settings is therefore not warranted until these programming improvements are implemented and re-evaluated for effectiveness within Camp Gonzales.



July 10, 2009

Chief Robert Taylor  
County of L.A. Probation Dept.  
9150 East Imperial Highway  
Downey, CA 90242

Dear Chief Taylor:

This report by New Roads Camp Community Partners (NRCCP) is in response to the DRAFT Report for Probation's Evaluation Office conducted by the Quality Assurance Bureau, June 30, 2009.

Overall, we see that this DRAFT Report had several significant drawbacks and omissions that, separately and collectively, led to an invalid conclusion by Probation that the NRCCP program should not be replicated in other camp settings.

In turn, we will comment on the problems with the **program and outcome methodology, program evaluation conclusion and outcome evaluation.**

Lastly, we will discuss a statistical study that we will be conducting with Probation to better assess educational attainment and enhancement, outline those positive elements of our program that were not included in the Probation audit, and present a summary. We want to indicate that our desire is to move forward in cooperation with Probation to make our program even stronger.

**METHODOLOGY ISSUES  
SELECTION OF YOUTH**

The report states that 73 youth were identified to be included as New Roads participants in the program during the selected time period of 2007-08. Our reservations about using this basic data point are:

1. Our program contract states that 50 students were to be part of our program in any one year. Although we opened elements of our program to other youth, many times at the request of Probation officers, any additional youth were not officially part of our program.
2. As a result, the dosage of services to the 73 youth was not the same. Some students took part in our after school educational program only. Other students took part in post-camp

services only, while others (47-as cited in Probation's first draft audit) had the full "dosage" of in-camp classes as well as post- camp transition services. A sophisticated tiered evaluation would have looked at three different layers of outcomes rather than lumping the students--and outcomes-- into one category. It is not unreasonable to expect that the outcomes of the 47 who had the full dosage of services may have achieved statistical significance on the Big Six outcome measures.

**SELECTION OF CONTROL GROUP**

Using other Camp Gonzales youth as a comparison group is contaminated for the following reasons:

1. Many other Camp Gonzales youth "audited" our classes. While they were not officially registered, youth often took part in our classes due to their interest and the support of Probation staff. In this way, they were impacted by the New Roads program and were not an untainted comparison group.

2. The Camp culture itself shifted because of the seven year presence of the New Roads program. Because the program has had continuous activity at Camp Gonzales and instituted features such as a newly instituted library, all-camp winter holiday celebration, summer festivals, and all-camp assemblies and presentations, it is impossible to extract a group of students that has not been positively influenced in some way by the New Roads program. In fact, former Camp Director Ed Anhalt often stated that the New Roads program has helped make Camp Gonzales the "crème de la crème" of the Los Angeles Probation camps.

3. If the program were to be judged on its merits to be replicated in other camps, it makes sense that a comparison group from a different Camp should have been selected, perhaps in addition to the comparison group at Camp Gonzales. In this way, an assessment could have been done, testing three levels of achievement: 1.) New Roads students receiving the full dosage, 2.) Camp Gonzales comparison group youth, 3) Another camp's comparison group. It would have been very insightful to find that the difference in outcomes of Camp Gonzales youth from other camp youth were statistically significant.

In the next section, we will point out inaccuracies and/or misstatements in the audit regarding the **content** of our program.

**ISSUES REGARDING CITATIONS ON STAGE ONE THROUGH FOUR REQUIREMENTS**  
**Stage One: Intake and Assessment**

1. Consulting with counselors: The audit states that New Roads did not consult with counselors, camp school or outside administrators on a consistent basis to determine the appropriate education level of participants and that New Roads relied solely on youth self-report. This is not true.

New Roads did consistently consult with counselors, camp school and outside administrators in order to understand each youth's academic strengths and deficiencies for in-camp services. The program director discussed participants' educational status with counselors, teachers, DPOs, etc. in order to assess participation in the GED prep classes or possible college entrance. Although documentation was not consistently available for every student, this was

ongoing and involved every youth. While we did speak with youth, we did not rely on their self-judgments for any kind of placement. In the future, New Roads intends to maintain more consistent records so that Probation is more aware of the consultations conducted.

2. Assessing families: As stated in the audit, we did not assess families regarding their health, history of substance abuse and/or psychological disorders. However, they were not assessed because Probation Chief Shumsky in conversations with Paul Cummins, Joe Perez and Carol Biondi (a Los Angeles County Children's Commissioner but not acting on behalf of the Commission) verbally stipulated from the contract onset that these would not be provided by New Roads alone, given the fact that we were educators, not trained family counselors. It was further stipulated that New Roads could collaborate with Probation as needed. Chief Shumsky stated that formally changing the contract to reflect his change would significantly delay providing critical services.

It must be emphasized that New Roads did collaborate with families in the appropriate areas, given our expertise, as the audit noted. For example, while New Roads itself did not conduct traditional family interventions, we did consistently meet with them about their son's transition plans in order to assess families' financial backgrounds in order to better understand the support services needed, such as books, clothing, and post secondary school registration fees. We then developed scholarship funds specifically for each of the students from private sources.

### **Stage 3: The Program/Activities**

The audit stated that several of the program/activities that were required by the 2002 original contract were not performed. While that is true, there are reasons for this.

As previously noted, the Probation department from the onset of the program verbally agreed that some of the contract requirements would not need to be fulfilled. Chief Shumsky informed the New Roads administration that to re-write the contract to reflect these changes would delay its onset and that would not benefit the youth at Camp Gonzales.

1.) Classes for Credit: For example, probation under the guidance of Chief Shumsky and Camp Bureau Chief Saenz had verbally stipulated in conversations with the above named individuals that the program would not run traditional classes for credits because a majority of the youth had already failed under that structure and that focusing on tutoring the students to pass the GED and engaging them in learning skills through arts programs would be a much more effective and efficient method for them to academically move to the next educational level..

2.) Standard and Advanced school classes: In terms of offering standard and advanced school classes, the contract itself (2.4) states that the contractor "is encouraged to use public and private educational/vocational resources, community colleges, and trade schools in the development of the curriculum. The areas of involvement may include, but are not limited to, assistance in the preparation of enrollment and financial aid applications, instructions on accessing financial aid resources and other counseling/advising services." As a result, to adhere to the intent of the contract to provide these classes, New Roads intensified collaborations

with community colleges and trade schools so that students could take those classes in appropriate settings where credit could be given.

In terms of meeting other contract requirements, the camp context needs to be taken into account. Attendance records show that only 50.7% did participate in three classes for a minimum of eight weeks each during the tested time period. However, there are reasons beyond our control which intervened in their ability to participate. For example, it is not at all uncommon that youth would be transferred to other facilities or to the halls for court appearances, health and GED reasons, pulled out of the program due to mental health or behavioral issues, or that the camp itself would have disruptions, such as water contamination and fires which required relocating the entire camp,, that would affect attendance. These intervening events also detrimentally affected our ability to have youth attend individual case management sessions.

3.) Standard Protocol/ Lack of curricula: Lastly in this section, it is stated that the New Roads program did not provide a standard treatment protocol and that we did not have curricula for our classes. With regard to having a standard treatment protocol, our intent was to respond to each youth's educational need and provide him with classes that would be both of interest and further academic achievement. Instead of seeing this as a discrepancy, we view this flexibility as a service strength. However, if it is necessary to install a standardized program for all participants in order to show achievement, New Roads will do so.

We do need to state that we did provide class and lesson plans for our after-school classes. Also, the Re-Entry Program manual curriculum that Probation acknowledges was provided was a pilot, enrichment activity, beyond the scope of the contract requirement, and not a learning experience in the same sense as a classroom program. As such, we never expected that this would be formally evaluated or that there was a need to adhere to a formal protocol of delivery. Moving forward, we will formalize this activity so that it can be appropriately accessed.

If, despite the initial verbal stipulations from Probation Chief Schumsky, Chief Higa and Chief Taylor, Probation had decided that these program elements were required or vital, then it was Probation's contractual obligation to send official notice of such a fact to New Roads. However, New Roads has never received notice from Probation that it should institute counseling, intervention for parents, standard or advanced school subjects, or classes for credits. In fact, Probation provided tacit approval of the New Roads program by granting New Roads three contract extensions with no mention of any expected changes in the program that they had been overseeing for seven years.

Specifically, Appendix B of the contract states that "Performance...is considered acceptable when it meets the AQLS as set forth in Attachment B (Chart). When the performance does not meet this standard the CONTRACTOR will be notified promptly of any performance variances identified." New Roads was not so notified. Further, Appendix B also refers to a User Complaint Form that would be used when an instance of unacceptable performance comes to the attention of Probation personnel. New Roads never received a User Complaint Form.

Given this, New Roads performed throughout the years with the tacit backing of Probation that contractual obligations, both verbally stipulated and formally written, were being met.

**Stage Four: Aftercare**

1.) New Roads School enrollment: New Roads School has, as all private schools, a set of entrance requirements. Other than the two youth who had been placed, no other youth met those requirements as assessed by Head of School David Bryan. Further, no other youth lived close enough to the school's Santa Monica location to make attending this school feasible. We must add that New Visions Executive Director Paul Cummins hosted one youth at his own home for months, co-signed for a nearby apartment, and fundraised to help pay for the rent in order for one of the youth to attend New Roads School. This level of support is understandably not sustainable.

2.) Other placements: Given the circumstances, New Roads moved away from funneling high school youth into New Roads School and broadened the scope to include other pre-collegiate placements. New Roads subsequently placed a total of three students in Eagle Rock High School, Idywild School of the Arts, and Oxbow School.

It must be added that early in New Roads' program implementation, reading/math assessments administered upon intake by the County were made available and reviewed by New Roads. However, the probation camp director in 2003-04 determined that we should not have access to that information.

3.) Length of structured aftercare: The audit states that "64.4% of youth received six or more months of aftercare services, 35.6% received less than the minimum." As the audit explained in a few prior paragraphs that "termination of aftercare could also be attributed to the youth turning 18 and/or termination of probation." We want to make sure that the non-adjacencies of these statements do not blur the fact that external factors affected the program's ability to turn out improved services.

**PROGRAM EVALUATION CONCLUSION**

**As a result of these issues, the four Program Evaluation Conclusions cited in the audit are invalid.** The facts are as follows:

- 1. By stipulation, New Roads Program was not required to provide classes that qualified for high school credit.**
- 2. New Roads Program did determine the participants' educational status by consulting counselors, school records, teachers, etc.**
- 3. By stipulation, the New Roads program was not required to involve youths' parents in the program by providing training to enhance parenting skills.**
- 4. The New Roads program was not required to offer standard and advanced school subjects in English, history, mathematics and science. What it did offer was a comprehensive GED prep class that became highly successful and the**

development of a strong community college transition effort so that these youth could obtain instruction in these subjects.

In fact, in terms of the actual Performance Requirements Summary Chart presented in Attachment B of the original contract, New Roads did:

1. Provide enhanced education transition services program at Camp Gonzales
2. Had qualified staff to provide required services
3. Had a project plan that outlines the types of services and educational criteria specifically to be provided
4. Provided a curriculum (GED classes, lesson plans and class descriptions for other classes) that focuses on educational fundamentals
5. Provided services for way more than 50 youth.

The one thing that New Roads did not provide, advanced school subjects in English, history, mathematics and science, was first, stipulated that it was not a requirement, and second, was never a subject of a complaint or a negative report.

#### **INCOMPLETE OUTCOME EVALUATION: Topics**

Promising Trends: Probation's Big Six Outcome results show an important and promising trend for the New Roads participants. While not statistically significant at the .05 level, the outcomes for New Roads participants—even those who may have been minimally involved in the intervention—were better than the comparison group in each case except one, where the difference is a mere .1%.

Had the dosage of the participants been considered, we expect an even larger level of improvement between the comparison group and the New Roads students. It also must be stated that because of the small number of New Roads participants, it is relatively more difficult to reach a .05 level of significance.

It is also key to note that the incarceration rate difference, using Probation's own data, shows that the New Roads program has less than half of the rate of the comparison group. While this may not be statistically significant using the .05 p-value, it is a statistic that will appear very significant to the public.

Further, if all six of New Roads' outcomes according to the Big Six were to be analyzed as to the probability of their reaching the level of a "promising trend," we believe it would be nearly nil.

Financial effects: The financial effects are huge. For example, if the difference in Incarceration levels is examined, the financial impact between New Roads (all numbers are rounded off) (5.1% of 79 youth = 4) and Control (12.4% of 282 youth = 35) is quite significant. If a bed at Camp Gonzales costs the taxpayer \$125,000 yearly as Chief Taylor publicly cited at a conference at the California Endowment on July 2, 2008, the financial difference alone is more than is \$3,875,000. Another way to look at this is to figure the difference of 5.1% of the 282 youth (14) from the 12.4% of 282 youth (35) and multiply that number (21) times \$125,000,

reaching \$2,625,000. In either case, these are rather dramatic returns on an investment of approximately \$400,000 for one year.

Interviews with other stakeholders: Although not necessarily of statistical importance, several key stakeholders regarding the Camp culture and environment were not considered in the audit.

- Camp Directors were not provided questionnaires regarding the program.
- Parents were not surveyed.
- Classes were not observed.
- Alumni were not surveyed.
- LACOE was also not asked about the outcomes that they experienced.
- Probation staff at the Camp was not surveyed.

Meeting Critical Educational outcomes: Lastly, and perhaps most importantly, the outcome evaluation did not take into account several critical educational outcomes, and in doing so, missed the main goal of the New Roads program as stated in the original contract: educational attainment and enhancement. Specifically, the contract states (page 2):

"The objective of the Program is to provide Camp Gonzales youth an innovative and supportive learning environment designed to challenge their intellectual curiosity, cultivate their academic capabilities, and develop marketable skills. This objective will be achieved through: 1.) assessment of the academic and non-academic strengths and weaknesses of camp youth, 2.) development of a comprehensive school plan that includes a life plan and gives consideration and weight to youth who may exhibit behaviors such as poor self concepts and histories of school failure, 3.) development of a teaching model specific to youth who may exhibit behaviors such as poor self concepts and histories of school failure, 4.) development of linkages to community-based support systems that provide youth with mentoring, tutoring and close supervision that elicits their best effort, and 5) linkage to community colleges, trade schools, and/or innovative learning providers who can continue each youth's educational enrichment or training progress upon the youth's return to the community and enhance the youth's opportunities for employment."

Need for data from comparison groups at other camps: We believe that Probation needs to gather data on comparison groups so that our outcomes can be fairly assessed. If developing a "supportive learning environment" is part of Probation's contract, it would make sense, and we hope, that Probation will work with us to track educational activities and outcomes at Camp Gonzales with comparison groups at other camps.

The outcomes that we have achieved are not noted in the report because of this lack of knowledge of the achievements at other camps. Nowhere in the report is there an acknowledgement that, during the lifetime of the New Roads program, more than 160 youth have been enrolled in community college up to this year (of which we had more than 100 documented back-up enrollment or financial aid sheets) or that 15 (including the two New Roads students) were enrolled in private schools with supporting financial aid (receiving \$640,000 of financial aid). Nowhere is it mentioned that New Roads students have a high GED passage rate (over 70%). With data from other camps, we could have a valid measure of this rate.

Camp Culture improvement: The improvement in the culture of the Camp is not even alluded to. And since the New Roads program's GED instruction extended beyond the 73 students, we believe that our instructors had to have improved the passage rate of those youth not officially

in our program, again enhancing the Camp culture. Our program has made real impacts in their lives and futures by creating trust, changing their relationships with adults, focusing their lives on educational purposes, and helping them achieve their life goals.

Long term outcomes: About 95% of our students did not incarcerate after our program. If recidivism is so important and gathering stats so crucial, why was there no effort to discover what that 95% were doing in their lives.

Human dimension: While this is not a statistical analysis, we would like to cite a few specific stories about those 95% of our youth who have gone through our program to show the human dimension. These all show stunning accomplishments on the part of the youth and our program.

1. *Adam* struggled with drugs for most of his teen years. At the age of 18, Adam was sentenced to Camp Gonzales, where he became active with the New Roads Camp Community Partners, participating in yoga, animation, soccer and GED preparation. Working with his New Roads counselor, his transition plan included consistent participation in Narcotics Anonymous Meetings and a vocational program. After his release, Adam was accepted in Job Corps. He remains sober and has attended Los Angeles Valley College for the last three years. His future goals include receiving an AA degree, transferring to a four year college, and one day coming back to become a counselor for probation youth. He is scheduled to start nursing school at Valley College in fall 2009.

2. *Sean*, a foster youth, took part in various classes, including newspaper and yoga, and received his high school diploma while at camp. After departing Camp Gonzales, with New Roads' assistance, he was accepted into the United Friends of the Children Pathways transitional housing program and lived there for 18 months. Wanting to serve his country and give back, he joined the Army. He is now in his second tour in Iraq. He is receiving excellent training in the military and plans to use his new-found skills to help him find a good civilian career. Sean testifies to this day that New Roads helped him learn how to make better decisions in his life.

3. *Edwin* was in and out of probation camps since the age of 13. During his stay at Camp Gonzales, Edwin joined the New Roads program and became active in the newspaper class, where his interest in writing led him to become its chief editor. During the newspaper classes and mentoring sessions, Edwin identified his main challenge in staying out of jail—his gang membership and drug addiction. To address these challenges, New Roads counselors arranged for him to re-locate and attend a boarding private school in Colorado. Edwin graduate from Eagle Rock in fall 2008 and has since completed his first semester of college at Berkeley City College in Richmond, California.

4. *David's* youth was filled with expulsions, absences and overall poor academic performance. While at Camp Gonzales, he was encouraged and motivated by the services offered by New Roads. Through the program, David joined the music, newspaper, drama and employment skills building classes and became interested in enrolling in community college away from his former negative peer group. New Roads assisted David in filling out the enrollment, housing and financial aid assistance forms for the fall 2006 semester at Columbia

College. After completing his first semester, David transferred to Fresno Community College, holding to his ambition to continue pursuing his life-long dream of becoming a probation officer.

5. Jose, whose mother died at a very early age while saving her family from a fire, has been on probation since he was 13. While at Camp Gonzales, Jose became very involved in the New Roads program, taking classes in drama, yoga, and the GED preparation class. With the counseling from the New Roads staff, Jose attended Century High School upon his release and received his high school diploma. Jose has been out of jail for 3 years and has recently completed one year of college at the College of the Siskiyous in northern California. He will resume classes in August 2009.

### **INDEPENDENT STUDY**

Finally, so that an independent, empirically validated study with more advanced statistical procedures is conducted from which valid conclusions can be drawn on the real goals of the program, New Roads Community Partners has contracted with UCLA Professor Laura Abrams. The following specific tasks will be performed:

1. Provide ongoing technical assistance on process and outcome measurement tools;
2. Oversee the implementation of a database tracking system that will measure risks and needs as they change among participants, over time;
3. Conduct a comprehensive study of seven years of New Roads Camp Community Partners graduates by phone; including obtaining human subjects approval, designing a mixed methods (quantitative and qualitative) survey, and collecting and analyzing data;
4. Discuss and document the program evaluation at conferences, board meetings, and other venues, as needed.

By the end of the project period, Dr. Abrams will deliver:

1. New tracking systems based on reliable and valid instruments;
2. A report on one year of tracking criminogenic risks and needs as they change among program participants, over time;
3. A final report detailing educational, criminal, and other pertinent life outcomes among participants as compared with other national estimates or probation data, based on data accessibility;
4. A concrete plan for ongoing program monitoring and outcomes tracking.

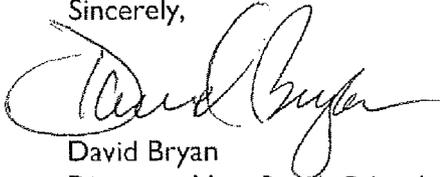
### **CONCLUSION**

In sum, the New Roads program has more than delivered on the educational goals of the Contract. We believe our accomplishments as cited above are unique in the Camp environment. Further, the outcomes on the Big Six show very promising trends. Any issues regarding adequate assessment, targeted interventions to measurable risks and needs will be remedied by our planned implementation of the empirically validated and widely used YLS/CMI case management tool beginning July 2009. We also plan to consistently document and track the essential information based on our contract with Probation. We look forward to working with Probation in developing appropriate protocol and assessments to meet contract

**Attachment II**

requirements, and we would welcome a second audit that would review this most current fiscal year.

Sincerely,

A handwritten signature in black ink, appearing to read "David Bryan". The signature is fluid and cursive, with the first name "David" being larger and more prominent than the last name "Bryan".

David Bryan  
Director, New Roads School

cc: Vincent Laria  
Wendy L. Wananabe